

# *Evaluation*



# *Report*

OFFICE OF THE INSPECTOR GENERAL

## **EVALUATION OF UNIFIED COMMAND RESERVE COMPONENT LIAISON AND ADVISOR ELEMENTS**

Report No. 96-072

February 16, 1996

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### **Acronyms**

AC	Active Component
AFR	Air Force Reserve
ANG	Air National Guard
ARNG	Army National Guard
CINC	Commander in Chief
IMA	Individual Mobilization Augmentee
RC	Reserve Component
USAR	U.S. Army Reserve
USEUCOM	U.S. European Command
USSOUTHCOM	U.S. Southern Command
USTRANSCOM	U.S. Transportation Command



**INSPECTOR GENERAL**  
**DEPARTMENT OF DEFENSE**  
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Report No. 96-072

February 16, 1996

**MEMORANDUM FOR ASSISTANT SECRETARY OF DEFENSE (RESERVE  
AFFAIRS)**

**SUBJECT: Evaluation Of Unified Command Reserve Component Liaison and Advisor  
Elements (Project No. 6RB-0007)**

## **Introduction**

We are providing this report for your information and use. We performed the evaluation at the request of the Assistant Secretary of Defense (Reserve Affairs). The purpose of the evaluation was to identify how the Reserve component (RC) liaison and advisor elements (hereafter referred to as advisors)<sup>1</sup> in selected unified commands facilitated the extensive use of RC forces to accomplish their peacetime operational missions. The Assistant Secretary of Defense (Reserve Affairs) also requested that we examine the interaction of the RC advisors in the Joint Staff with the RC advisors of the unified commands concerning RC missions.

## **Evaluation Results**

Two primary factors were common in the three unified commands we evaluated that extensively used RC forces to accomplish unified command peacetime operational missions. First, the integration of the RC advisors was highly effective within the unified command and Service<sup>2</sup> component command headquarters. Second, advisor initiative and innovations in communications methods and liaison techniques contributed significantly to RC forces' participation in unified command operational missions.

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<sup>1</sup>RC advisors are members of the RC on full-time active duty assigned to an active component command headquarters or unit. We included RC members assigned to staff elements at the action level whose billet titles were other than "advisor," for example, "exercise planner." We also included part-time Individual Mobilization Augmentee general or flag officers, assigned specifically to headquarters billets, whose duties are primarily advisory in nature on RC matters. An Individual Mobilization Augmentee is a member of the Selected Reserve assigned to augment active component commands and organizations that have wartime requirements that exceed their peacetime strength authorizations.

<sup>2</sup>For purposes of this report, the Services include the Army, the Navy, the Air Force, and the Marine Corps. The Coast Guard was not considered in the evaluation.

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For the unified commands, the evaluation results confirmed a presumed linkage of RC advisor functions with the high RC participation in unified command operational missions. Without exception, the RC advisors in those commands were active in identifying peacetime operational tasks suitable for RC participation and in facilitating and assisting in that participation. The evaluation also reaffirmed that advisor participation early in the planning process was essential for the programming of RC resources to participate in operational missions.

During the evaluation, we made two additional observations. First, the interaction of the Joint Staff RC advisors with the unified command RC advisors has increased regarding RC missions. Second, continued work on funding issues and complexities was needed to reduce their adverse effect on the use of RC forces for unified command peacetime operational missions.

## **Evaluation Objectives**

The primary objective of the evaluation was to identify key factors related to the use of RC advisors of selected unified commands that resulted in more RC involvement in unified command peacetime operational requirements.

An ancillary objective was to examine the interaction between the unified command RC advisors and the RC advisors of the Joint Staff in identifying unified command peacetime operational requirements for which the RC could provide assistance.

## **Scope and Methodology**

The evaluation focused on the procedural aspects of the RC advisors to identify potential RC missions and assistance areas. Our intent was to capture the features, techniques, and processes that were key contributors to the high use of RC forces in meeting unified command peacetime operational requirements.<sup>3</sup> Peacetime operational mission requirements include specific tasks, projects, exercises, and other support functions within a unified command's area of responsibility that would normally be performed by active component (AC) forces. Operational missions performed by RC forces include AC missions and missions related to headquarters support and augmentation.

The evaluation focused on three unified commands that extensively used RC forces in meeting peacetime operational mission requirements:

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<sup>3</sup>For this evaluation, we considered RC participation in inactive duty training status, annual training periods of active duty, and other temporary periods of volunteer active duty. Participation could be as an individual or unit. We did not consider RC support provided to the unified commands as a result of Presidential Selective Reserve Call-up or mobilization.

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- o the U.S. Transportation Command (USTRANSCOM),
  - o the U.S. Southern Command (USSOUTHCOM), and
  - o the U.S. European Command (USEUCOM).

For example, RC forces performed 42 percent of all USSOUTHCOM deployments in FY 1995. We did not assess the appropriateness of specific missions or tasks performed by RC forces for the three unified commands.

We performed the evaluation from April through September 1995. To gain a comprehensive understanding of the advisor functions, we conducted interviews with full-time RC liaison officers, advisors, and other AC and RC officers on the staffs of the selected unified commands, the Service component and subunified commands, the Military Department staffs, and the Joint Staff in Washington, D.C. A complete list of organizations visited or contacted is in Enclosure 3.

## **Prior Coverage**

No prior oversight reviews or other studies have been performed in the last 5 years that focused on RC advisory assistance in unified command operational missions.

## **Discussion**

The Secretary of Defense stated<sup>4</sup> that the Services need to better leverage National Guard and Reserve forces to help the commanders in chief (CINC) of the unified commands meet their operational requirements. The RC assistance in operational missions will help support the AC forces as they respond to increasingly demanding mission requirements.<sup>5</sup>

A key peacetime function of the advisors in unified and Service component commands was to facilitate RC participation in the accomplishment of unified command operational requirements. The key contributors to the extensive RC participation in unified command operational missions are discussed below.

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<sup>4</sup>Secretary of Defense Memorandum, "Increased Use of Reserve Forces in Total Force Missions," April 7, 1995.

<sup>5</sup>The active component operational tempo has steadily increased in conjunction with force reductions and world events. Fewer active component forces are now performing an escalating level of required tasks and deployments, for example, the recent military deployments to Rwanda, Somalia, Haiti, and Macedonia and the air support missions over Bosnia.

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## Integration of the RC Advisors

### **The RC Advisors Within Command Staff Directorates Are Key Facilitators to RC Participation in Operational Missions.**

Out of 10 commands (the 3 unified commands and 7 component commands) that we visited, 6 had advisors in the staff directorates and offices that had extensive RC operational involvement. The staff elements varied within the commands, depending on the particular operational focus of the unified command. The majority of the staff advisors were in the following directorates: operations, plans, civil affairs, training and exercise, logistics, and manpower and personnel.

Both USEUCOM and USSOUTHCOM have RC advisors in their respective staff directorates and in the headquarters of the Service component commands. AC and RC officers considered the advisors in the staff directorates of Headquarters, USEUCOM and USSOUTHCOM, critical informational and coordination assets, even though both unified commands had formed Reserve affairs directorates. Headquarters, USTRANSCOM, had no dedicated RC advisors; however, dedicated advisors were assigned to its three Service component command headquarters. A summary of the specific advisor billets in each command is in Enclosure 1.

All interviewed advisors agreed that it was essential for the advisors to be "where the action is" and to have good access to the commander and other decision makers. The advisors indicated that it was important to have RC advisors in functional areas so that the advisor could have influence in decisions concerning RC involvement. Collectively, the advisors stated that the staff advisor concept is very beneficial to RC integration and participation for two reasons. First, placement of advisors within key staff elements ensured that advisors were aware of staff element actions that would or could involve the RC. Second, early advisor awareness of potential missions enabled the advisors to recommend RC assistance and to provide early information to RC elements.

However, one concern raised by a senior unified command headquarters official was that the advisor becomes just another action officer within the assigned directorate and is not primarily engaged in Reserve-related matters. Another concern was that the advisor gets saddled with all or only the RC actions and that AC staff members are isolated from RC involvement. The majority of interviewed advisors did not consider those concerns problematic. The advisors saw clear advantages in having RC representation in staff directorates, because the advisors located there facilitated early planning for RC involvement.

Many of the interviewed Joint Staff advisors had served as advisors on Military Department staffs or in Service component commands of unified commands. The Joint Staff advisors expressed a common belief that the staff advisor is the key to success because the advisor facilitates communication and coordination at the action level.

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## **Creation Of Reserve Affairs Directorates Within Unified Command Headquarters Provides Potential Integration Advantages and Some Challenges**

In FY 1995, USSOUTHCOM and USEUCOM modified their respective staff structures to better accommodate Reserve matters. The USSOUTHCOM added a Reserve Affairs Directorate, and USEUCOM added a Mobilization and Reserve Affairs Directorate. Both Reserve affairs directorates are headed by reservists. The USEUCOM directorate is headed by a major general Individual Mobilization Augmentee (IMA); the USSOUTHCOM directorate is headed by the colonel assigned as the senior U.S. Army Reserve (USAR) advisor to U.S. Army South. Both commands had similar reasons for creating the Reserve affairs directorates. A prime factor was high use of RC forces in the commands' respective areas of responsibility. Both commands were increasing their centralized operations involving RC forces and saw a need to provide more focused and coordinated RC involvement. Also, both CINCs identified a need to better monitor RC participation in peacetime operations and believed that the RC directorates would provide their commands a central contact point for RC affairs.

Some good results have already been attributed to the Reserve affairs directorate concept. For example, the USEUCOM Mobilization and Reserve Affairs Directorate formed a Reserve Component Council, chaired by the directorate head. The Reserve Component Council includes the senior RC advisors in each component command and meets quarterly to discuss key issues that affect RC forces. The USEUCOM and component command advisors agreed that the quarterly sessions increased communication among the RC advisors and resulted in better awareness of other RC issues in the Service component commands and in better coordination of RC support in theater.

In both unified commands, the Reserve affairs directorates were formed primarily from assigned assets, pending preparation and approval of formal joint staffing documents. In USEUCOM, the three-person senior advisor element, temporarily augmented with an AC Air Force lieutenant colonel, formed the basis for its Mobilization and Reserve Affairs Directorate. In USSOUTHCOM, the senior advisors of the Service component commands became the nucleus of its Reserve Affairs Directorate in a "dual-hatted" capacity.

We considered it premature to assess whether the contribution of the Reserve affairs directorates increased RC participation in their respective unified command areas because the directorates are less than a year old and are in early stages of development and employment. Although some of the comments and concerns expressed during interviews may reflect normal "growing pains," two areas common to both Reserve affairs directorates present challenges for the RC advisors and the commands.

**Staffing Shortfalls.** Neither USEUCOM nor USSOUTHCOM had yet modified their joint staffing documents to authorize the additional positions in the unified command headquarters structure to fully staff the Reserve affairs directorates. Advisors pointed out that the understaffed Reserve affairs directorates had to take on the same level of tasks and requirements as the other

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solidly established AC directorates. As a result, Reserve affairs directorate members, some of them with "dual-hatted" responsibilities, believed more staffing was needed to efficiently execute all tasks.

**Charter or Function Ambiguities.** Members of the Reserve affairs directorates and members of other directorates of the unified command and component command staffs expressed views that the purpose and functions of the newly formed Reserve affairs directorates were ambiguous. Questions arose on who should take action on operational matters affecting or involving Reserve forces. Some of the Service component command representatives believed that the unified command Reserve affairs directorates would try to become "doers" instead of facilitators and would usurp the Service component command prerogatives in Reserve affairs matters. The same representatives, however, agreed that a Reserve affairs directorate could perform appropriate roles and functions. The representatives explained, for example, that a Reserve affairs directorate could coordinate an RC policy or funding issue among the unified command's component commands. The results of that coordination could provide the basis for a unified command policy decision or the basis for a recommendation that the CINC could forward to appropriate decision makers.

**Recognition of Need for Changes.** The staffs of USEUCOM and USSOUTHCOM recognized the staffing shortfalls and charter ambiguities. Representatives of both headquarters agreed that a need existed to reexamine the initial charters of their respective Reserve affairs directorates. The reexaminations would serve to adjust and fine tune the functions of the Reserve affairs directorates as a result of staffing situations and experiences gained during early months of operation.

Actions to resolve the challenges were under way. For example, as of June 1995, USEUCOM and USSOUTHCOM were validating headquarters staffing documents to determine whether AC personnel could be made available to augment their Reserve affairs directorates. Additionally, both unified commands have coordinated with Service RC representatives regarding staffing needs of the Reserve affairs directorates.

### **Senior RC Advisor Elements Have Good Access to the Headquarters Command Group and Operations Directorates.**

Command senior RC advisors had good access to their respective command groups. Command groups normally consist of the commander, deputy or vice commanders, and the chief of staff. Access includes physical proximity and rank considerations. Senior advisor offices were generally on the same floor as the commander and in proximity to the commander's office or to the operational directorates primarily involved with the employment of RC forces.

In addition to physical location, the senior advisor benefited from having influence and credibility with other staff directorates involved in supporting RC participation. The advisors indicated that the military rank of the senior advisor enhanced access to the command group and other directorate heads. In two of the three commands visited, the unified command senior advisors were colonels or Navy captains. The exception was USTRANSCOM, which had Joint



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Transportation Reserve Unit billets instead of advisor billets in its staffing document. The Joint Transportation Reserve Unit is discussed in Enclosure 1. The component commands' senior RC advisors were normally colonels or Navy captains. Exceptions were usually related to size, location, and relative presence of the component command in a particular unified command area of responsibility.

### **The RC Flag Officers in Special Advisory or Assistant Billets Provide Valuable Access and Advisory Benefits.**

IMA flag officers were used in an advisory capacity among the commands visited. The flag officers were assigned to various positions among the unified and Service component commands, ranging from deputy commanders to directorate heads. Although none of the flag officers served in a full-time status, many were on inactive duty training or active duty status each month for periods of several days. Those periods gave the flag officers an opportunity to be up-to-date on command and RC issues and to assist the full-time advisors in representing and coordinating RC issues.<sup>6</sup>

All interviewed advisors believed that there was value in having a flag officer reservist as an advocate of the RC. The flag officer has better access to the command group and staff directors than an officer of lower rank and is in a position to provide input on RC issues or concerns at the decisionmaking level. In addition, the flag officer can serve as an advocate for policy issues that need to be discussed with the Office of the Secretary of Defense Reserve Forces Policy Board, Military Department Reserve Chiefs, or other senior DoD officials. Advisors stated that, in general, the flag officers were very active in coordinating and assisting in the participation of RC forces in unified command operational missions.

## **Advisor Communications Methods and Liaison Techniques**

### **Advisor Exploitation of Communications Technology and Conferencing Techniques Contributes to RC Mission Involvement.**

The advisors at the commands that extensively used RC forces were aggressive and innovative communicators. Advisors made frequent mention of the extensive communications that took place between the command Reserve advisors, the various RC headquarters, RC units, RC and AC support units, other command advisors, Service major commands, training institutions, and many other entities.

Advisors at visited commands indicated considerable and continuous use of all available communications means, including electronic mail via local area networks, other on-line services, facsimile transmissions, and telephone

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<sup>6</sup>As a related matter, in 1995, a Joint Staff flag officer IMA billet was added to the Office of the Director, Joint Staff, in Washington, D.C. The primary focus of that flag officer billet is Reserve affairs.

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conversations. The advisors exploited those means to provide early and continuous communication with the many headquarters and functional organizations involved in bringing RC individuals and units to active duty. Advisors indicated that their continuous dialogue with RC units before unit deployment on active duty enabled those units to rapidly adapt to their active duty assignments. Rapid adaptation enabled the units to be more effective in performing their missions, with minimum time lost to on-site orientation and processing.

The unified command and Service component command RC advisors also made frequent reference to their attendance at various coordination, training, and support-related conferences. Those conferences ranged from intracommand conferences to worldwide Service or Military Department major command conferences. The Army RC advisors cited the Army Forces Command World-Wide Overseas Deployment Training Coordination Conferences as an important example. Coordination at those conferences facilitated the 12 to 18 months of advance planning that was crucial to fund RC participation in exercises or operational missions and to coordinate employer and family matters.

### **RC Advisors Who Get Directly Involved in Helping RC Units Plan and Execute Successful Missions Contribute to RC Member and Unit Willingness to Participate in Future Missions.**

The RC advisors had considerable involvement with RC units and individuals in planning and coordinating participation in active duty operational and training requirements. The RC advisors were normally personally involved in greeting, hosting, visiting, and orienting RC forces that participated in active duty missions or training exercises within their command's area of responsibility.

Advisors stated that proper reception and assistance for RC units was important to them personally and to the command. For example, advisors provided information packets for each deployment site that included training schedules, operational instructions, and other helpful items. The result was unit deployments and rotations that were relatively smooth with minimum surprises and frustrations. The smooth transition of RC units into their host areas enabled them to focus on the operational mission and to make their active duty training time professionally worthwhile. As a result, members and units were inclined to take advantage of similar training opportunities when they occurred.

### **The RC Advisor Efforts That Focus on Identifying and Integrating Unique RC Capabilities Result in High RC Involvement in Operational Missions.**

The RC advisors were the key "educators" on unique RC capabilities and availabilities of the predominantly AC staff members of the unified commands and their component commands. Unique RC capabilities included unit capabilities found primarily in the RC, such as those provided by civil affairs detachments and civil engineer well-drilling units. Unique RC capabilities also encompassed the civilian occupation expertise of some members such as law enforcement officials, civil works administrators, and language professors.

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Advisors had a comprehensive knowledge of RC structure, capabilities, equipment, and special skills. That knowledge was not limited to the advisor's particular component, but extended to other Service components. In addition, advisors were able to identify RC unit types and numbers within the force structure. The advisors were often able to identify a specific unit's availability and propensity to overseas deployment training missions or other operational missions.

The RC advisors' detailed knowledge of the RC forces potentially available for operational missions enabled early matching of RC forces interested in or capable of participation in those operational missions.

**The Ability of the RC Advisor to Divide Command or Staff Element Tasks and Projects Into Discrete Subprojects Enhances the Prospect of RC Participation in Operational Missions.**

The RC advisors played a key role in assisting commands and staff elements to formulate an approach to use the fragmented and limited availability of RC forces. One effective approach was to divide tasks and projects into subprojects that could be accomplished during the annual training or other active duty periods available to an RC unit or individual.

A key requirement of that approach was that missions or tasks must be laid out in the form of staffday requirements over a specified time frame. Certain tasks could be done in a 2-week annual training period; more complex tasks may need a longer active duty tour. This modular approach to projects and tasks was particularly useful when IMA were used for headquarters staff augmentation. Staff projects were often too large to be accomplished by one person during his or her active duty availability. Innovative task packaging allowed a series of IMA to complete the project during their annual training tours of duty.

As an example, a USSOUTHCOM unit needed the help of RC units and individuals on a wide range of operational support requirements. RC advisors helped the unit work out a master schedule for planning theater support requirements, breaking them into increments to make them easier to package for RC unit participation. The RC advisors briefed the various mission packages at Overseas Deployment Training conferences as RC training opportunities, requiring specific staffdays of support. The unit support and training packages were solidified, approved, and executed in support of operational requirements. Advisors reported excellent results, both on the support rendered and on training achieved by the RC units.

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## **Interaction of Unified Command RC Advisors with RC Advisors of the Joint Staff**

### **Personal Liaison and Communication Between Joint Staff RC Advisors and Unified Command Advisors Concerning RC Missions Is Increasing.**

As stated earlier, one of the evaluation objectives was to examine the interaction of the unified command RC advisors with the RC advisors of the Joint Staff in Washington, D.C. The focus was to determine the extent of interaction that concerned identifying unified command peacetime operational requirements for possible RC participation and assistance.

Before 1994, the Joint Staff RC advisors had relatively few contacts with the unified command and component command advisors on the topic of peacetime RC operational missions. Although some Joint Staff advisors frequently talked to the RC advisors on the unified command staffs, those contacts were usually about war plans or mobilization issues. However, in 1995, the level and type of contact between the Joint Staff advisors and the RC advisors in the unified and component commands began to increase. The increase was a result of the Assistant Secretary of Defense (Reserve Affairs) initiative that solicited more RC participation in operational missions.

That initiative was a pilot program intended to provide impetus and funding assistance for the expanded use of the RCs and, specifically, to help reduce the operational tempo of AC forces. In concept, the combatant commanders were to nominate projects that could be done by RC personnel. Members of the Joint Staff, to include RC advisors, participated with the Services to consolidate and prioritize the nominated projects for possible funding assistance. Implementing instructions, issued in May 1995, stipulated that matching funds from the unified commands and Services would be required during the execution of the program in order for the RC forces to receive resources from the central Office of the Secretary of Defense account.

Although the amount of funding provided was less than expected, the program was successfully implemented. The Assistant Secretary of Defense (Reserve Affairs) is continuing the FY 1995 initiative with a similar FY 1996 program. Joint Staff advisors stated that dialogue between their offices and the unified command advisor offices had significantly increased as a result of the Assistant Secretary of Defense (Reserve Affairs) initiative.

### **Most Joint Staff Advisors See a Limited Joint Staff Role in Identifying Potential Missions for the RC.**

With respect to the Assistant Secretary of Defense (Reserve Affairs) initiative concepts, the Joint Staff advisors believed that the Services ultimately had the prerogative to identify potential missions for the RC. As the advisors viewed the process, the unified commands would identify the missions that needed to be accomplished in their respective theaters, without specifying whether the missions were for the AC or the RC. The unified commands would pass the

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mission taskings to the appropriate Service component commands. Those commands, assisted by their RC advisors, would coordinate with the respective Service to determine the AC or RC forces available to meet the unified command requirements. The Services would then evaluate options and select from the forces available.

Although the Joint Staff advisors saw a limited Joint Staff role in the process just described, they did see benefits in increasing the amount of communication between their directorate staffs and the unified command advisors. Benefits for the Joint Staff advisors included a better awareness of the specific unified command operations and a better understanding of the RC role played in those operations.

### **Funding Issues and Complexities Impede Use of RC Forces for Unified Command Operational Missions.**

Without exception, advisors pointed out that funding was the key limiting factor to increasing RC use in peacetime operational missions. The advisors said that they could easily identify additional missions and sufficient volunteer RC forces to accomplish those missions. However, recent funding decreases in Reserve Personnel Appropriations accounts and Military Personnel Appropriations accounts limited the amount of RC support available for the unified commands.

The use of Reserve Personnel Appropriations funds is statutorily limited to RC training purposes. Advisors had to seek funding support from Service Military Personnel Appropriations accounts when the focus of RC use was primarily support of AC operations and not training of the RC. Advisors said that Military Personnel Appropriations funding was increasingly difficult to obtain for RC operations because those funds were already strained to support the AC forces.

Furthermore, funding reductions have reduced the flexibility of National Guard and Reserve leaders to use training options. Advisors stated that when Reserve Personnel Appropriations funds were more plentiful, RC forces could consider performing their annual training period in Overseas Deployment Training. During Overseas Deployment Training periods, RC units provided operational support to unified commands while accomplishing training objectives of the RC unit. For example, RC engineer units built roads in Honduras as training exercises. Those training exercises also supported unified command operational requirements to provide civil affairs assistance to the Honduran government. More RC units are limiting their annual training locations to local training areas to avoid the travel and per diem expenses associated with Overseas Deployment Training. A decline in RC units engaged in Overseas Deployment Training results in reduced operational support for the unified commands.

The increasing inability of RC advisors to assure the AC forces that RC units can be funded results in the reluctance of unified command or component command staffs to plan for RC support for a critical mission. The advisors stated that both advisors and the RC lose credibility when funding support problems cause "last minute" cancellations of planned RC deployments and planned RC support.

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Additionally, nonstandard terminology for RC active duty tours adds to the complexity in coordinating funding for multi-Service RC assistance. For example, a tour to use RC personnel on voluntary temporary active duty to provide support to the AC is called a Temporary Tour of Active Duty by the Army, a Military Personnel Appropriations Man-Day tour by the Air Force, and an Active Duty Special Work tour by the Navy and Marine Corps.

In short, advisors indicated that any discussion of increasing RC support for the unified commands must address funding issues. Advisors reaffirmed the ability and willingness of the RC to participate with AC forces in operational missions, but in conjunction with current fiscal realities. The advisors agreed that the Assistant Secretary Of Defense (Reserve Affairs) initiative to provide matching funds to help offset costs associated with RC participation in operational mission support was a step in the right direction.

## **Management Comments**

Although written comments were not required, the Deputy Assistant Secretary of Defense for Reserve Affairs (Readiness, Training, and Mobilization) provided a response, which is in Enclosure 2. The response acknowledged that although the evaluation accomplished its stated purpose regarding the RC liaison and advisory elements of the three unified commands examined, the evaluation did not include the U.S. Atlantic Command.

The Deputy Assistant Secretary further pointed out the unique role and responsibilities of the U.S. Atlantic Command as a force provider to the other unified commands. Responsibilities include incorporating RC units in exercises and monitoring the training and readiness of RC units for mobilization. The Deputy Assistant Secretary indicated that the evaluation should have included the U.S. Atlantic Command because of its unique responsibilities regarding Reserve forces.

## **Response to Management Comments**

We appreciate the unique role of the U.S. Atlantic Command as a force provider to the other unified commands and its responsibilities that involve RC forces. We considered including the U.S. Atlantic Command in the evaluation for the reasons referenced in management's comments. The three unified commands that we evaluated were those identified and agreed upon in the request for the evaluation by the Deputy Assistant Secretary of Defense for Reserve Affairs (Readiness, Training, and Mobilization).

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We appreciate the courtesies extended to the evaluation team. For additional information on this report, please contact Colonel Timothy Turner, U.S. Air Force, Evaluation Program Director, at (703) 604-9555 (DSN 664-9555), or Ms. Rosemary Hutchison, Evaluation Project Manager, at (703) 604-9551 (DSN 664-9551). The distribution list of this report is in Enclosure 4. The evaluation team members are listed inside the back cover.

*David K. Steensma*

David K. Steensma  
Deputy Assistant Inspector General  
for Auditing

Enclosures

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## Unified Commands-Background Information

This enclosure discusses the structure of the RC advisor elements within the headquarters of the unified commands and their component commands. The enclosure also provides an overview of how the unified commands and their component commands use RC forces in peacetime operational support missions. Our discussion of the advisor structure within the three selected unified commands includes component command headquarters, but does not extend to theater support commands or other subordinate commands.

**U.S. Transportation Command.** The mission of the USTRANSCOM is to provide support to other unified commanders for global air, land, and sea transportation to deploy, employ, and sustain military forces to meet national security objectives. The various types of peacetime operations that the USTRANSCOM supports include forward presence, humanitarian relief, nation building, disaster relief, and counternarcotics support. The USTRANSCOM makes extensive use of RC forces in peacetime operations in each of its three component commands. Missions include providing daily air transport and tanker support, coordinating force movements, and staffing Military Sealift Coordination Offices.

Headquarters, USTRANSCOM, primarily uses RC forces to augment and support the staff during both daily operations and crisis or peak operating periods. The RC members of the USTRANSCOM Joint Transportation Reserve Unit provide this support on inactive duty training (drill), on annual training, or other volunteer active duty tours.

The Joint Transportation Reserve Unit is made up of Selected Reservists from each of the Services. It was formed and chartered in 1991 as a result of Operations Desert Shield and Desert Storm experiences in augmenting the USTRANSCOM headquarters. The Unit Charter and Joint Staffing Document were approved by the Joint Chiefs of Staff. The structure calls for 137 authorized billets, of which 84 are officers and 53 are enlisted. The billet distribution is as follows:

- o 40 from the Army RCs (Army Reserve and Army National Guard),
- o 40 from the Naval Reserve,
- o 40 from the Air Force RCs (Air Force Reserve and Air National Guard),
- o 13 from the Coast Guard Reserve, and
- o 3 from the Marine Corps Reserve.

The majority of the billets require a training commitment of 48 drill periods and 2 weeks of annual training per year, all conducted at Headquarters,



## Unified Commands-Background Information

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USTRANSCOM. The command position rotates between the Army and the Navy and is a nominative position in the grade of major general or rear admiral. In June 1995, the commander was a Naval Reserve rear admiral.

Headquarters, USTRANSCOM, representatives cited the following advantages and benefits of the Joint Transportation Reserve Unit.

- o The RC personnel receive training as part of the AC force in a joint environment with balanced Service representation.
- o The unit provides Headquarters, USTRANSCOM, a surge capability without the necessity to coordinate separate Service IMAs.
- o The J-1 Directorate Reserve Affairs Division provides centralized control and administration of RC augmentation and Service-specific training assistance.
- o The unit esprit de corps and cohesion among the members improve morale and performance.

The RC advisor structure in Headquarters, USTRANSCOM, is unique. The Chief, Reserve Affairs Division, who also serves as Head of the Joint Transportation Reserve Unit's administrative element, fills the role of senior RC advisor. The incumbent is a Naval Reserve commander. The Reserve Affairs Division also includes a USAR major, as the Force Development Officer, and three other Reserve-funded civilian and military positions. In addition to the advisory functions, the Chief, Reserve Affairs Division, serves as a point of contact for all assignment and training matters for reservists assigned to the Joint Transportation Reserve Unit.

**Air Mobility Command.** The Air Mobility Command uses RC units, personnel, and aircraft on inactive duty training, annual training, and other volunteer active duty tours. Those RC elements augment AC units in aerial transport, refueling, aircraft maintenance, and civil engineering. The Air National Guard (ANG) and Air Force Reserve (AFR) have committed to providing sufficient volunteer aircrews to crew 25 percent of available RC aircraft for initial crisis response or surge operations. That commitment results from experience gained in previous crises and contingencies. Headquarters, Air Mobility Command, also uses IMAs on annual training and other volunteer active duty tours for augmentation during crisis and peak operating periods.

The RC advisor structure for Headquarters, Air Mobility Command, has colonels as both the ANG and AFR senior advisors to the Commander, Air Mobility Command. Because of the collocation of both headquarters, those advisors also provide advisory support to the CINC, USTRANSCOM. An additional 10 RC advisors are in the Air Mobility Command staff directorates as shown in Table 1-1.

## Unified Commands-Background Information

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**Table 1-1. Air Mobility Command RC Staff Advisors**

<u>Directorate</u>	<u>Number/RC/Rank</u>
Communications	1 ANG lieutenant colonel
Personnel	1 AFR colonel
Plans	1 AFR colonel and 2 ANG lieutenant colonels
Logistics	1 AFR colonel and 1 ANG colonel
Operations	1 AFR colonel and 1 ANG colonel
Surgeon	1 AFR lieutenant colonel

The Tanker Airlift Control Center, a direct reporting unit to the Air Mobility Command, has one ANG colonel and one AFR colonel advisor.

The Air Mobility Command has nine flag officer IMAs assigned to billets at its headquarters and three Air Mobility Command subordinate commands. The flag officers interact with the RC advisors and the commanders on issues involving peacetime use of the RC forces in the Air Mobility Command.

**Military Traffic Management Command.** The Military Traffic Management Command uses RC units and unit members on inactive duty training, annual training, and other volunteer active duty tours to augment the AC traffic management units during peak operating periods, contingencies, and exercises. The RC members participate in Military Traffic Management Command missions of traffic management, land transportation, common-user water terminals, and other movements. Participation includes coordinating force movements to seaports, preparing ports for ships and cargo, and supervising loading operations. RC forces provided extensive support in those areas during operations in Haiti in 1994.

The RC forces also provide support to AC exercises during the annual Sea Emergency Deployment Exercises. During these "no notice" deployments for AC forces, RC personnel spend their 2 weeks of annual training controlling the ports. Headquarters, Military Traffic Management Command, also coordinates and manages a large number of IMAs who spend much of their 2-week annual training period assisting AC port command units during peak operating periods.

The RC advisor structure for Headquarters, Military Traffic Management Command, includes a USAR colonel as the senior advisor and Chief of the Reserve Components and Mobilization Division. A USAR lieutenant colonel, the Transportation Planning and Force Structure Officer, and the IMA manager (a GS-11) assist the senior advisor. The senior advisor stays in daily communications by electronic mail with the USAR major general IMA who serves as the Deputy Commander for Mobilization.

**Military Sealift Command.** The RC Military Sealift Command units and unit members augment AC units on inactive duty for training, annual training, and other volunteer active duty tours. The RC units and personnel provide support during crisis response, major exercises, and peak operating periods. The goal of the commander is to have RC units participate in all major fleet exercises. Many of the overseas Military Sealift Coordination Offices have

## Unified Commands-Background Information

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only a skeleton staff designed to be filled out with RC personnel in a contingency. Because 83 percent of the Military Sealift Command's shore-based capability resides in the RC, crises and contingency operations that require establishing Military Sealift Coordination Offices at ports outside the United States need significant augmentation by volunteer RC personnel. Headquarters, Military Sealift Command, also augments its staff by using IMAs during peak operating periods.

The RC advisor structure for Headquarters, Military Sealift Command, includes a full-time Naval Reserve captain as the Assistant for Reserve Programs. He serves as the senior advisor and has two full-time Naval Reserve commanders and a small support staff to assist him. The Assistant for Reserve Programs reports directly to the Commander, Military Sealift Command. The Assistant has extensive responsibilities in planning for the large role the RC would play in naval control of shipping in a major regional contingency. There are no other RC advisors in the headquarters staff. As of August 1995, the Deputy Commander, Military Sealift Command, normally a Regular Navy admiral, was a Naval Reserve rear admiral on a 6-month active duty tour.

**U.S. Southern Command.** The mission of USSOUTHCOM includes forward presence, Panama Canal defense, counterproliferation of weapons of mass destruction, counternarcotics, and peace operations. The CINC focuses the USSOUTHCOM strategy of peacetime engagement efforts on building regional cooperative security measures, encouraging appropriate roles for Latin American military forces through the Military to Military Program, and supporting the National Drug Control strategy.

The RC forces perform, support, or assist in a large part of the execution of the USSOUTHCOM strategy of peacetime engagement. In the last 3 years, more than 80,000 RC personnel deployed to Panama to train, to support training, or to assist in humanitarian operations. RC units participate in numerous theater Military to Military Program activities, joint exercises, and humanitarian civic assistance projects. That participation is done during annual training performed as Overseas Deployment Training. Humanitarian assistance projects include medical assistance, disaster relief, and road building and other engineering projects. The RC units participating in those projects significantly augment the limited number of AC forces in the USSOUTHCOM area. Headquarters, USSOUTHCOM, and other theater activities use IMAs on inactive duty for training, annual training, and other volunteer active duty tours to augment their staffs during exercises, crises, or other peak operating periods.

The RC advisor structure at Headquarters, USSOUTHCOM, consists of a senior advisory element and advisors in the staff directorates. The CINC, USSOUTHCOM, formally created the Reserve Affairs Directorate in 1994 to function as the senior RC advisory element. The Reserve Affairs Directorate was an outgrowth of the Reserve Component Fusion Cell originally established in USSOUTHCOM in 1992. The original concept of the fusion cell was to provide a vehicle for monthly meetings of the senior advisors from each of the RCs, each of whom had a seat on the fusion cell. It served as a forum to assist the CINC on all RC policy matters.

## Unified Commands-Background Information

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The senior RC advisor in USSOUTHCOM serves as the Director of the Reserve Affairs Directorate. The directorate structure as of June 1995, consisted of the director and the senior advisor representatives of each Service. All Service RCs are represented with the exception of the AFR, which has no full-time RC advisor in USSOUTHCOM.

The Reserve Affairs Directorate advisors remain "dual-hatted" to their respective Service component command. Only the Naval Reserve advisor fills a joint billet on the Joint Staffing Document for USSOUTHCOM. The director reports to the Chief of Staff, USSOUTHCOM, with coordination through the Deputy CINC for Mobilization and Reserve Affairs, an Army National Guard (ARNG) major general IMA as of June 1995. The primary role of the directorate is to coordinate RC participation in peacetime operations in theater. The charter for the Reserve Affairs Directorate includes:

- o advising the CINC, USSOUTHCOM, on issues that affect RC integration;
- o facilitating integration of RC forces into the Total Force; and
- o working with the Headquarters, USSOUTHCOM, staff to remove impediments to RC integration.

In addition to the Reserve Affairs Directorate billets, nine advisors (see Table 1-2) are in USSOUTHCOM directorates.

**Table 1-2. USSOUTHCOM RC Staff Advisors**

<u>Directorate</u>	<u>Number/RC/Rank</u>
Intelligence	1 USAR lieutenant colonel or major
Operations	5 USAR and 1 ARNG lieutenant colonels or majors
Plans	1 ARNG lieutenant colonel or major
Surgeon	1 ARNG lieutenant colonel or major

The advisors function primarily as action officers. Though their main responsibilities concern RC issues, the advisors also frequently perform additional duties that transcend RC affairs. For example, advisors fill billets as Engineer Exercises Officer and Humanitarian and Civil Affairs Coordinator. Advisor duties include planning for exercises and operations involving both RC and AC troops and units. Advisors also respond to questions relating to RC forces in their respective directorates or staff sections. Much of the advisor's time is spent coordinating with the RC advisors of the component commands for either IMA support or RC unit participation in theater missions.

**U.S. Army South.** Army RC forces provide extensive support to the USOUTHCOM theater strategy of peacetime engagement. In addition, the Army RC forces provide special support programs. The support includes operating a Theater Equipment and Maintenance Site, supporting the Canal Zone Treaty Enforcement Plan, and providing military police and logistical

## Unified Commands-Background Information

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support. Most of the RC participation comes from ARNG and USAR units performing Overseas Deployment Training during their annual training periods. Headquarters, U.S. Army South, and many of the theater support activities receive support from IMAs. The ARNG Key Personnel Upgrade program provides RC soldiers on rotations ranging from 30 to 60 days. Other active duty tours support the RC training missions for one-time projects of up to 179 days.

The RC advisor structure in Headquarters, U.S. Army South, includes senior ARNG and USAR advisor offices and staff advisors. The senior USAR and ARNG advisors are colonels. Both advisors have small support staffs of RC officers and enlisted personnel. As stated above, these senior advisors are "dual-hatted" as senior ARNG and USAR advisors to the CINC, USSOUTHCOM, and are members of the USSOUTHCOM Reserve Affairs Directorate. In addition to the senior advisors, RC staff advisors are located in the directorates and supporting organizations that have significant influence on RC participation in the theater. The location of those advisors is shown in Table 1-3.

**Table 1-3. U.S. Army South RC Staff Advisors**

<u>Directorate/Location</u>	<u>Number/RC/Rank</u>
Civil Military Operations	6 ARNG lieutenant colonels or majors
128th Aviation Brigade	3 USAR lieutenant colonels or majors
	2 ARNG warrant officers
Recruiting Office	1 ARNG lieutenant colonel

**CINC Atlantic Fleet Detachment South.** The CINC Atlantic Fleet Detachment South coordinates all Naval activities in the USSOUTHCOM theater. The detachment utilizes both Naval Reserve units and individuals to perform support and augmentation missions. Typical RC support includes the use of medical and engineer teams, mobile diving cells, Special Boat Units, SEAL\* teams, and exercise control groups. The RC units and personnel deploy to the theater in a combination of annual training and other volunteer active duty tours. Normally, about 12 RC personnel are in theater each month, and up to 40 are in theater during a crisis or contingency.

The RC advisor structure in the detachment consists of one full-time Naval Reserve commander as the Naval Reserve advisor in the detachment headquarters. He is "dual-hatted" as the senior Naval Reserve Advisor to the CINC, USSOUTHCOM, and a member of the USSOUTHCOM Reserve Affairs Directorate.

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\*SEALS are the Navy's special operation forces. SEAL stands for sea, air, and land, which describes the means of entry SEAL teams use.

## Unified Commands-Background Information

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**Southern Air Forces.** In USSOUTHCOM, the Deputy Commander for Component Affairs, 24th Wing, represents Headquarters, Southern Air Forces, which is located in the United States. The ANG and AFR provide RC aircraft and crews that make up a significant portion of the air support provided to USSOUTHCOM programs. That support includes participating in counternarcotics operations, as part of Exercise Coronet Nighthawk, and transporting RC units for training deployments, as part of Exercise Coronet Oak. RC radar units also operate ground radar sites in the theater in direct support of the AC force. The AC uses IMAs during peak operating periods to provide advisory support and augmentation.

No RC advisor is permanently assigned to the Air Force component headquarters. Either an ANG or AFR colonel fills the role of RC advisor on a rotating, part-time basis. The ANG or AFR colonel deploys for a portion of the year to the theater to coordinate the ANG and AFR support detachments participating in Exercise Coronet Oak.

**U.S. Marine Forces South.** U.S. Marine Forces South, the Service component element, responds to the taskings for Marine Corps support and exercise participation from the CINC, USSOUTHCOM. The use of Marine Corps Reserve forces in USSOUTHCOM has been limited, but the role of Marine Corps Reserve units is expected to increase. The majority of the increased RC participation will be in river patrol operations, Military to Military Program activities, and the counternarcotics program.

The full-time senior advisor is a Marine Corps Reserve lieutenant colonel located with the Naval Reserve advisor at the Headquarters, CINC Atlantic Fleet Detachment South. That location gives the Marine Corps Reserve advisor access to current naval issues that may involve Marine Corps Reserve forces. There are no other full-time Marine Corps Reserve advisors. A planned expansion of U.S. Marine Forces South will upgrade the rank of the Reserve advisor to colonel.

**Special Operations Command South.** Special Operations Command South interacts on RC special operations support with Headquarters, CINC Atlantic Fleet Detachment South, to coordinate use of the Naval Reserve Special Boat Units and SEAL teams. Special Operations Command South coordinates use of USAR Special Forces units through U.S. Army South. The focus is on training ARNG and USAR special forces staff IMAs, during annual training tours, to augment the staff of Headquarters, Special Operations Command South. The headquarters includes only ARNG and USAR advisors.

**U.S. European Command.** The mission of USEUCOM is to support U.S. interests throughout the European theater and to provide combat-ready forces to the North Atlantic Treaty Organization. The USEUCOM has the responsibility to establish and control a number of Joint Task Forces in the European theater and to support other commands as directed. The strategic objectives of the command include promoting stability in the countries of Central and Eastern Europe through the Military to Military Program.

## Unified Commands-Background Information

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In USEUCOM, support from the RC helps the Service component commands accomplish their primary assigned missions. Those missions include:

- o participating in Joint Task Force operations to support the numerous contingencies in the European theater,
- o augmenting maintenance and support forces after the downsizing of forces in Europe,
- o participating in Military to Military Program activities, and
- o supporting joint exercises.

The RC provides support through a combination of units, unit members, and IMAs participating in Overseas Deployment Training during annual training and other volunteer active duty tours. Headquarters, USEUCOM, and the headquarters of the component commands use IMAs extensively to augment their staffs.

The State Partnership for Peace Program is a vital part of the USEUCOM Military to Military Program. The State Partnership for Peace Program places special emphasis on sharing the RC concept of citizen-soldier with the former Warsaw Pact countries of Central and Eastern Europe. As an example, the CINC, USEUCOM, directed a Joint Military to Military Program exercise in Albania during July through September 1995 under the State Partnership for Peace Program. That exercise combined the efforts of an ARNG unit, Marine Corps Reserve personnel, and an AC Navy unit to upgrade and refurbish a trauma hospital. The CINC, USEUCOM, has directed his staff to schedule similar Military to Military Program exercises in FY 1996 in five Central and Eastern European countries that will also make extensive use of RC forces.

The RC advisor structure at Headquarters, USEUCOM, consists of a senior advisory element and staff advisors. The Mobilization and Reserve Affairs Directorate formed in February 1995 serves as the senior RC advisory element to the CINC, USEUCOM. This directorate is charged with coordinating and facilitating RC participation in peacetime operations in theater. The charter for the directorate includes:

- o advising the CINC and the headquarters staff on RC matters and force mobilization in the USEUCOM area;
- o maintaining a liaison between Headquarters, USEUCOM, and RC chiefs, organizations, and U.S. and international advisors;
- o coordinating plans, policies, and operational procedures to ensure optimum use of the RC in peacetime engagement, contingency operations, and war;
- o providing input for RC programs to the USEUCOM prioritization and budgeting process;

## Unified Commands-Background Information

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- o monitoring, analyzing, and briefing the CINC, USEUCOM, on RC plans, programs, and operational activity in the USEUCOM area of responsibility; and

- o sponsoring or maintaining cognizance of, as appropriate, all visits by RC general or flag officers into the USEUCOM area of responsibility.

One of the first tasks the CINC assigned to the Mobilization and Reserve Affairs Directorate after its establishment was to write the USEUCOM Reserve Component Campaign Plan. That document contained CINC guidance for the component commanders on increasing the participation of RC forces in the European theater.

The Deputy Director of the Mobilization and Reserve Affairs Directorate, a USAR colonel, is the senior full-time RC advisor to the CINC. An ARNG major general IMA is the Director. As of June 1995, the full-time staffing of the Mobilization and Reserve Affairs Directorate was limited to the Deputy Director and an ARNG major serving as the Operations Officer. The full-time staff receives periodic augmentation from RC field grade officers on 2-week annual training periods.

The proposed full-time staffing structure for the directorate calls for an additional seven RC field grade and staff noncommissioned officers representing each of the RCs. They would serve in billets relating to plans, exercises, operations, and administration. The proposed structure also includes an AC Air Force major to serve as the Executive Officer and an AC Army lieutenant colonel to serve as a Plans Officer.

In addition to the Mobilization and Reserve Affairs Directorate, Headquarters, USEUCOM, has 10 advisors in the staff as shown in Table 1-4.

**Table 1-4. USEUCOM RC Staff Advisors**

<u>Directorate or Organization</u>	<u>Number/RC/Rank</u>
Manpower and Personnel	1 USAR major
Intelligence	1 USNR* lieutenant commander
Joint Analysis Center	1 USNR commander
Operations	1 ARNG major
Logistics	1 USAR lieutenant colonel
Plans	2 ARNG and 1 USAR lieutenant colonels

\*U.S. Naval Reserve

**Special Operations Command Europe.** The Special Operations Command Europe does not use RC Special Operations units for peacetime support, primarily because none are assigned to the command for mobilization planning. The command relies heavily on the use of IMAs, who serve during inactive duty training, annual training, and other volunteer active duty tours, to augment its relatively small staff. A primary use of this augmentation is to help fill the large staffing requirements for maintaining the two Joint Special



## Unified Commands-Background Information

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Operations Task Forces in the USEUCOM theater. Special Operations Command Europe also has the responsibility to oversee and coordinate the theater mine removal program. That program will provide training in land mine removal to the military forces of those countries with a proliferation of land mines in the European theater. The interviewed Special Operations Command Europe personnel anticipated using RC support in this effort.

As of July 1995, Special Operations Command Europe did not have a full-time RC advisor. The responsibilities for monitoring IMA support fell to an AC Army lieutenant colonel and an AC Air Force technical sergeant in the Manpower and Personnel Directorate. A billet had been approved in FY 1995 for a full-time USAR lieutenant colonel to serve as the RC advisor. The Headquarters, Special Operations Command Europe, also received RC advisory assistance from the senior officer IMAs during their tours of inactive or active duty.

**U.S. Marine Forces Europe.** Headquarters, U.S. Marine Forces Europe, the Service component command, responds to the taskings for Marine Corps support from the CINC, USEUCOM. U.S. Marine Forces Europe has no Marine Corps forces permanently assigned. It requests the required Marine forces through the Commander, Marine Forces Atlantic, who is also the Commander, Marine Forces Europe (Designate). U.S. Marine Forces Europe makes only limited use of Marine Corps Reserve units to support its peacetime operational missions. The command does, however, rely heavily on IMAs to augment the small staff, to support joint exercises, and to fill billets in Joint Task Force headquarters.

The staff at Headquarters, U.S. Marine Forces Europe, has no Marine Corps Reserve advisor. The administration of IMA support to the command is the responsibility of the Plans Officer in the operations directorate. The command had used a Marine Corps Reserve major serving on a 6-month active duty tour as the Reserve Liaison Officer. Headquarters, U.S. Marine Corps, has recently approved a billet for a full-time RC lieutenant colonel Reserve Liaison Officer, but that billet was not funded as of June 1995.

**U.S. Army Europe.** The U.S. Army Europe makes extensive use of RC units and personnel for maintenance, logistical, medical, and joint exercise support in Europe. RC forces also assist in the ongoing preparation and movement of stocks of equipment and ammunition from Europe to the United States as part of the Retrograde From Europe Program. Other types of Overseas Deployment Training involve RC parachute riggers providing support for Operation Provide Promise and RC combat units acting as "opposing forces" during training exercises with AC units at the Combat Maneuver Training Center. Other RC personnel and IMAs also help fill U.S. Army Europe staffing requirements for Joint Task Force headquarters in the theater. The RC personnel either fill the temporary duty billet in the Joint Task Force for up to 6 months or fill the Headquarters, U.S. Army Europe, position when an AC member fills the Joint Task Force billet.

## Unified Commands-Background Information

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The RC personnel also play a large role in filling assignments to the Joint Contact Teams and Military Traveling Contact Teams. Those teams are vital to the Military to Military Program established by the CINC, USEUCOM.

Both the ARNG and the USAR senior advisors are colonels who serve in the office of the Deputy Chief of Staff for Operations. Each senior advisor has a field grade deputy advisor and a small administrative staff. In addition to the senior advisors, there are 14 staff advisors as shown in Table 1-5.

**Table 1-5. U.S. Army Europe RC Staff Advisors**

<u>Directorate</u>	<u>Number/RC/Rank</u>
Operations	5 ARNG and 5 USAR lieutenant colonels or majors
Logistics	1 ARNG and 1 USAR lieutenant colonel or major
Surgeon	1 ARNG and 1 USAR lieutenant colonel or major

**U. S. Air Forces Europe.** The U.S. Air Forces Europe uses ANG and AFR tanker, fighter, and transport aircraft and crews extensively to augment a number of ongoing Joint Task Force contingency operations in the European theater. Examples of this RC support are fighter and "SEAD" (Suppression of Enemy Air Defenses) aircraft and helicopters to Operation Provide Comfort; fighter, attack, and tanker aircraft to Operation Deny Flight; and cargo aircraft to Operation Provide Promise. Additionally, RC civil engineering, firefighting, and communications units provide support to a number of facility and garrison maintenance programs and forward deployed RC and AC squadrons. The U.S. Air Forces Europe uses IMAs to help meet personnel requirements for Joint Task Force headquarters. RC personnel also fill many of the billets tasked to U.S. Air Forces Europe in the Joint Contact Team Program and the Military to Military Program.

Both the ANG and AFR senior advisors to the CINC, U.S. Air Forces Europe, are colonels. Their support staff includes a senior enlisted IMA manager. The senior advisors are assigned to the Command Section but are physically located within the Office of the Deputy Chief of Staff for Operations. That location gives the advisors the ability to stay abreast of mission requirements coming into the Operations Directorate while still allowing access to the CINC. In addition to advising the CINC and the staff, the senior advisors fly operational missions with the AC squadrons providing fighter and transport support for ongoing contingencies.

Two brigadier general IMAs fill billets as the ANG and AFR Mobilization Assistants to the CINC, U.S. Air Forces Europe. Each officer comes on duty for training for about a 1-week period every 6 weeks. Although the generals' billet descriptions list responsibilities only for mobilization planning, the senior advisors and the commander frequently seek the advice of both generals on issues related to RC peacetime operational support. An additional six RC advisors are in the directorates shown in Table 1-6.

## Unified Commands-Background Information

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**Table 1-6. U.S. Air Forces Europe RC Staff Advisors**

<u>Directorate</u>	<u>Number/RC/Rank</u>
Operations	1 ANG and 1 AFR lieutenant colonel <sup>1</sup>
Theater Air Control	1 AFR lieutenant colonel
Logistics	1 AFR lieutenant colonel
Communications	1 AFR lieutenant colonel
616th Regional Support Group	1 ANG lieutenant colonel <sup>2</sup>

<sup>1</sup>The AFR position is filled by officers rotating on 90-day active duty tours.

<sup>2</sup>This position at Aviano Air Force Base, Italy, rotates between ANG and AFR officers.

**U.S. Naval Forces Europe.** Headquarters, U.S. Naval Forces Europe, is responsible for coordinating the sourcing of all personnel taskings assigned to the Naval component by the CINC, USEUCOM. The personnel taskings include billets in Joint Task Forces, the Joint Contact Team Program, and the Military to Military Program. A large number of Naval Reservists participate through a variety of different tour combinations, either on cumulative drill periods, 2-week annual training tours, or longer voluntary active duty tours. Headquarters, U.S. Naval Forces Europe, uses relatively few Naval Reserve units in peacetime operational support. The limited use of RC units is largely because most of the RC units in the Naval Reserve are either part of the Naval Reserve Ship program in the United States or part of the Reserve Naval Mobile Construction Battalions assigned to the commanders of the Pacific and Atlantic Fleets.

As of July 1995, a full-time Naval Reserve commander was serving as the Reserve Advisor for the Commander, U.S. Naval Forces Europe. The Reserve advisor was part of the Manpower and Personnel Directorate. His duties principally related to mobilization and peacetime support planning for IMAs. Headquarters, U.S. Naval Forces Europe, had received approval in FY 1995 for the billet for a lieutenant commander Assistant Reserve Advisor. The Naval Reserve advisor has frequent interaction with the Military to Military Program Division. That division was a large user of Naval Reserve personnel as members of the Military Liaison Teams of the Joint Contact Team Program.

# Deputy Assistant Secretary of Defense for Reserve Affairs (Readiness, Training, and Mobilization) Comments



OFFICE OF THE ASSISTANT SECRETARY OF DEFENSE  
WASHINGTON, DC 20301-1500

16 JAN 1996

## MEMORANDUM FOR DOD INSPECTOR GENERAL

SUBJECT: Evaluation of Unified Command Reserve Component Liaison and Advisor Elements Draft Evaluation Report (Project No. 6RB-0007.00)

The purpose of the evaluation was to identify how the Reserve Component (RC) liaison and advisor elements in selected unified commands facilitated the extensive use of RC forces to accomplish their peacetime operational missions. While the evaluation accomplishes this purpose in the three unified commands it did examine, it did not include U. S. Atlantic Command.

Atlantic Command differs from the commands examined as it has the responsibility to provide forces to other unified commands, as well as incorporating RC units in exercises. Additionally, Atlantic Command is responsible for monitoring Training and Readiness of RC units to ensure their availability to be mobilized. As the potential for employment of Reserve forces to meet the peacetime, as well as operational missions is different here than at other unified commands, these unique responsibilities should be included in the evaluation.

Robert A. Goodbary  
Major General, USA  
Deputy Assistant Secretary of Defense for  
Reserve Affairs (Readiness, Training, & Mobilization)

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## **Organizations Visited or Contacted**

### **Office of the Secretary of Defense**

Office of the Assistant Secretary of Defense (Reserve Affairs), Washington, DC

### **Joint Staff**

Manpower and Personnel Directorate (J-1), Washington, DC  
Operations Directorate (J-3), Washington, DC  
Logistics Directorate (J-4), Washington, DC  
Strategic Plans and Policies Directorate (J-5), Washington, DC  
Operations Plans and Interoperability Directorate (J-7), Washington, DC

### **Department of the Army**

U.S. Army Europe and Seventh Army, Heidelberg, Germany  
U.S. Army South, Panama Canal Zone  
Director of Army National Guard, Washington, DC  
Chief of Army Reserve, Washington, DC

### **Department of the Navy**

U.S. Naval Forces Europe, London, England  
Military Sealift Command, Washington, DC  
Chief of Naval Reserve, Washington, DC  
Deputy Chief of Staff for Manpower and Reserve Affairs, Headquarters, U.S. Marine Corps, Washington, DC  
U.S. Marine Forces Europe, Stuttgart, Germany  
U.S. Marine Forces South, Panama Canal Zone

### **Department of the Air Force**

U.S. Air Forces Europe, Ramstein Air Base, Germany  
Director of Air National Guard, Washington, DC  
Chief of Air Force Reserve, Washington, DC  
Deputy Commander for Component Affairs, 24th Wing, U.S. Southern Air Forces, Panama Canal Zone

## **Organizations Visited or Contacted**

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### **Unified Commands**

U.S. European Command, Stuttgart, Germany  
Special Operations Command Europe, Stuttgart, Germany  
U.S. Southern Command, Panama Canal Zone  
Special Operations Command South, Panama Canal Zone  
U.S. Transportation Command, Scott Air Force Base, IL

### **National Guard Bureau**

Chief, National Guard Bureau, Washington, DC

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Director, Defense Contract Audit Agency  
Director, Defense Logistics Agency  
Director, National Security Agency  
Inspector General, National Security Agency

### **Non-Defense Federal Organizations and Individuals**

Office of Management and Budget  
Technical Information Center, National Security and International Affairs Division,  
General Accounting Office

Chairman and ranking minority member of each of the following congressional committees and subcommittees:

Senate Committee on Appropriations  
Senate Subcommittee on Defense, Committee on Appropriations  
Senate Committee on Armed Services  
Senate Committee on Governmental Affairs  
House Committee on Appropriations  
House Subcommittee on National Security, Committee on Appropriations  
House Committee on Government Reform and Oversight  
House Subcommittee on National Security, International Affairs, and Criminal  
Justice, Committee on Government Reform and Oversight  
House Committee on National Security



## **Evaluation Team Members**

This report was prepared by the Readiness and Operational Support Directorate, Office of the Assistant Inspector General for Auditing, DoD.

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